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By-Switzer, Mary E.; Sugarman, Jule M.

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This pamphlet provides basic information about the program of social services available to families and children. The basic Aid for Dependent Children (ADC) Program is explained including its advisory committees, staffing, and relations with the community. Services available under the program are also explained, including among others, child care, prevention of birth out of wedlock, family planning, foster care of children, and child welfare. Federal funding aspects of the program are given. The pamphlet is concluded with a summary list of services and administrative features. (Author/SJ)

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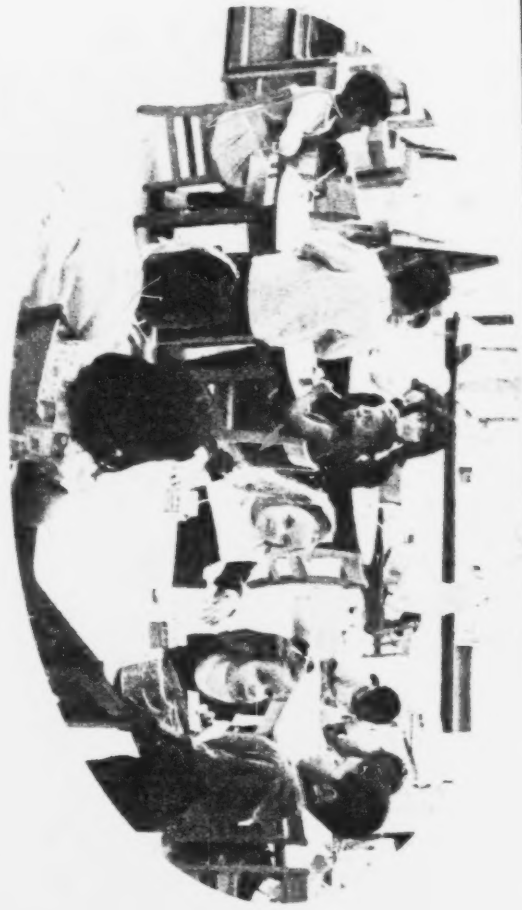
SOCIAL SERVICES for CHILDREN and FAMILIES in YOUR STATE



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U.S. DEPARTMENT
OF HEALTH,
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SOCIAL and
REHABILITATION SERVICE

CHILDREN'S BUREAU

1969

THE IMPORTANCE of social services for children and families in every part of the Nation cannot be overemphasized.

Such services are necessary to help families solve problems. They are necessary to help parents get off assistance rolls and into jobs that will enable them to take on the cost, or most of the cost, of caring for their families.

The 1967 Amendments to the Social Security Act have placed a new emphasis on helping families move toward self-support and self-reliance through work incentive and training programs. At the same time, the Amendments recognize that such programs can be successful only if necessary supportive services are provided to a family. One of the most important among these is good care for children when parents are in training for work or are on the job.

Another feature of the Amendments is that they provide new opportunities for citizens to take part in planning and volunteer work in social service programs in their States and communities.

These and other aspects of ***Social Services for Children and Families in Your State*** are described in this pamphlet. We recommend it to all concerned citizens, and especially to agencies and citizens who will become involved in the programs broadened and extended by the 1967 Amendments.

Mary E. Switzer

MARY E. SWITZER
Administrator
SOCIAL AND
REHABILITATION SERVICE

Jule M. Sugarman

JULE M. SUGARMAN
Acting Chief, Children's Bureau
SOCIAL AND
REHABILITATION SERVICE

SOCIAL SERVICES for CHILDREN and FAMILIES in YOUR STATE

MORE OPPORTUNITIES for training and employment for needy families, more day care facilities for children of working mothers, more protection for neglected and abused children: these are some of the results that can be accomplished in your State with Federal assistance under the welfare provisions of the Social Security Amendments of 1967.

In planning and providing such services State and local public welfare agencies will be relying more than ever before on the advice and help of interested citizens. Advisory committees that include private citizens will have an important say in the planning and operation of service programs. The assistance of civic groups such as welfare planning councils will be sought in developing the community resources that must be available to augment and support the direct services of the welfare departments. Volunteers will be recruited for work in agency offices and in day care facilities, to carry out surveys and studies, and many other duties.

This pamphlet giving basic information about the program of services to families and children is intended especially for the many members of the public whose assistance is needed.

The program of social services to families and children is administered by the States with financial and other assistance from the Federal government. In the majority of States the program is being operated directly by the State welfare agency and its branch offices; in about 20 States local governments operate the program under State policies and regulations. In either case the State agency is required to develop a "State Plan" which defines the services to be provided, who may receive them, and other conditions affecting provision of services.

The program includes:

- social services to families receiving AFDC (aid to families with dependent children) and to other groups of very low-income families, and

- child welfare services for which there are no eligibility requirements.

About 1.4 million families with 4.2 million children were receiving AFDC as of June 1968. More than 600,000 children receive public child welfare services in an average month.

The AFDC and child welfare services programs were established as separate programs under the Social Security Act in 1935. While the emphasis in the AFDC program has remained on financial aid, social service to the families has increased over the years. Bringing these

services and child welfare services together to form a unified program of social services as required by the 1967 amendments will permit more effective use of the staff and other resources available. Strong organization will be necessary for carrying out the wide range of services authorized under the amendments.

NEED FOR SERVICES

WHEN the AFDC program was started, there was little emphasis on services such as counseling and child care. The urgent task in those depression years was to provide cash payments to needy families. The major reason why the importance placed on social services has increased greatly in recent years is the growing recognition that the problems that cause many families to be dependent on public assistance today are not being solved by the money payments.

Often the parents do not have the education and specialized skills that more and more jobs are requiring. In 12 percent of the families the father is incapacitated. About 80 percent of the families are fatherless. If the mothers are to go out to work, arrangements must be made

for the care of their children. The median age of the children is about 8, and there are three children in the average family. The mothers, often completely without training and limited in work experience, have great difficulty finding jobs that will properly feed, clothe, and shelter their families, especially after expenses of child care and transportation are subtracted.

Many of the parents nevertheless do obtain jobs that pay enough for them to manage without AFDC payments. There is considerable turnover in the AFDC caseload—the average length of continuous assistance is two years. But these parents, because of their low level of skills

and experience, are often among the "last hired, first fired," and they tend to remain in or close to poverty. The need is obvious for services that will enable these parents to support their families adequately and steadily.

It is important, however, that good care of children is not sacrificed for this goal. As it is many children of working mothers are without adequate care and supervision while their mothers are at work. This is one of the many conditions common among poor families that handicap the children.

Widening recognition of the lasting effects of the conditions of poverty on children, and of how poverty is thus perpetuated, is another reason why the emphasis on social services has increased in the AFDC program. Services such as day care, tutoring, casework, and practical help in overcoming housing and homemaking problems mean a more encouraging environment for children and greater likelihood that they will be able to develop their native potentials.

The need for such services is the greatest among the poor, but there are children and families in need of help at all income levels. When children are being neglected or abused, or when a mother is taken to the hospital and there is no one to care for her children, the community must take responsibility for the children's safety and welfare no matter what their income or social status. For various reasons many children and babies become separated from their parents and suitable foster homes and adoptive homes must be found for them.

When behavior problems in a child or conflict between parent and child become too much for parents to deal with satisfactorily, they need professional help. Births out of wedlock are increasing, and many unmarried mothers, especially the very young ones, need help for themselves and for their babies. These are a few of the

common instances in which child welfare services may be necessary. All the States have child welfare services, but unlike AFDC they are not yet available in all parts of every State. In many areas where services are available they are still meager in kinds and amounts compared with the needs of the population.

DEVELOPING THE PROGRAM

THE STATE welfare agency's task, to establish a program that will be effective in helping dependent families become self-supporting and in helping all children in troubled circumstances, is an enormous and complex one. Each child and adult must be given close individual attention if his particular situation is to be understood and appropriate services are to be selected. A range of services must be available for the variety of problems that exist among families that come to the attention of public welfare agencies. A single family may need many kinds of help: work training for a parent, day care for the children, medical care, family planning services, better housing.

The welfare agency will have to work with many other agencies, groups and individuals in the community to de-

velop and coordinate the services. But a successful program will mean significant and lasting benefits to thousands of children and families.

Advisory committees

A major means through which the rest of the community can participate in planning and reviewing the program is the advisory committee. Under Federal policy, the State public welfare agency must have an advisory committee on social services to families and children. In States where the program is locally administered the local jurisdictions must also have such committees. Because of the extensive planning that is needed to develop enough day care facilities for children of working parents, there must be a State advisory committee on day care.

The committee on social services will include representatives of other public agencies, such as health and education departments; private organizations, such as voluntary child welfare and family service agencies, professional groups and unions; private citizens interested in service programs; and recipients of AFDC or of social services. Recipients must constitute one-third of the total membership.

The advisory committee may participate in the development of the social service program in various ways. Some major activities which a State might assign to the committee are:

- to review the State's plan for services and to suggest any modifications that may seem desirable.
- to recommend priorities for use of funds.

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- to participate in developing policies about the types of agencies which shall provide services, conditions of eligibility for services, and priorities of the geographic areas to be served.

- to participate in evaluating the ways in which services are provided.

- to help recruit and screen candidates for positions in the social service program.

The welfare agencies are responsible for seeing that committee members have access to the information and assistance they need to carry out such activities. Costs to members of attending the meetings will be paid for by the agency.

Working with the rest of the community

The public welfare agency will by no means be able to provide by itself all the services needed. The agency must work with other public and voluntary agencies in the community to be sure that families served by public welfare have ready access to the resources available—child health clinics, family planning services, adult education classes, low-cost housing, legal services, etc.

The agency must also work with persons and organizations in the community to develop the resources that are lacking. Development of child care services is a particularly urgent need in many communities.

Where necessary, the agency may purchase or con-

tract for services from any suitable source—for example, other public agencies, voluntary child welfare agencies, neighborhood service organizations, licensed private day care homes and centers, YM and YWCA's, maternity homes, private practitioners, and profitmaking organizations which meet Federal and State standards.

Improving delivery of service

There is a need not only for more services but also for better ways of providing them to people.

For the poor, trying to get help from a social or health agency often means long distances, long waits in crowded rooms with restless children, and being shunted from place to place. Agencies need to do much more in the way of consolidating services and making them readily accessible. Various approaches will have to be tried

and adapted to find the most effective patterns. The ideas of the advisory committee may be especially useful in this area because of the many members who are consumers of services.

By setting up or making use of neighborhood service centers in poverty areas, basic services can be brought in where the people are. Such a center might include counseling services, a day care center, a maternal and child health clinic, an after-school program, and a program for teaching reading and writing and homemaking skills to groups of mothers. The center could also make the arrangements for families to obtain other services they may need.

Consideration might be given to use of staff teams for stronger coordination of services to families, mobile units for work with families in rural areas, and formation of self-help projects and other group services. Greater attention should be given to followup on individuals and families served by the agency. Efforts should be made to reach out to families so that problems can be worked on before they lead to family breakdown, neglect of children, or delinquency.

Staffing

The number and kinds of staff available naturally limit what can be done to improve services. Putting together the staff needed to organize, supervise, and provide the expanded program of services will be a major, continuing task for the welfare agency. Agencies today need not only more people trained in various fields of social work but also people with professional training in fields of

health, psychology, law, home economics, education, job training, and employment.

Use of nonprofessional employees. One important way to extend available professional skills is through the use of nonprofessional employees. The professional staff can be aided at many points by persons who are without professional training but who have knowledge, skills, and communicating abilities that can contribute to the effectiveness of services. They can help work with children in day care centers, take over for sick mothers, demonstrate child care and housekeeping skills to mothers, take children to clinics, etc. Under the 1967 Social Security amendments, the States are required to use nonprofessionals in such ways as extensively as possible in the social service program, and to give priority to persons receiving AFDC and other persons of low-income.

Use of volunteers. Through voluntary service interested citizens can make valuable contributions to the social services program. They can visit families who are isolated and children in institutions; work with youth individually and in group programs; help in day care facilities and in institutions; and promote community interest and support for special service projects. Some volunteers will have skills that are needed in carrying out surveys and studies and in assembling information for advisory committees.

The use of volunteers is also required by the 1967 amendments. Volunteers should be drawn from all parts of the community, including clients of the welfare agency. Experience has shown that retired people and young people can be particularly effective in working with children. When expenses such as transportation or babysitting costs are a barrier to volunteering, the welfare agency may pay

for such costs either on an actual-expense basis or with allowances.

Protecting the rights of individuals

A person applying for or receiving services from the public welfare agency should have an opportunity to appeal decisions that seem unfair to him and to present grievances about the way services are carried out. Under Federal policy all States must have a readily available

system of appeals, fair hearings, and grievance procedures. The advisory committee can be extremely helpful to the agency in developing an effective system and in educating client groups on how to use the system.

Perhaps the basic step in the protection of individual rights is for the agency to provide clients with enough clear information about what services are provided and for whom, any governing conditions for such services, the client's right to participate in deciding what services he should have, and his right to appeal and present grievances.

SERVICES OF THE PROGRAM

The full range

For families receiving AFDC, a State may provide with Federal aid all the social services needed to help families become self-supporting, to strengthen family life, and to promote the development of the children. The State may also include other groups of low-income families in

the program. The State's child welfare services, for which these families and any others who need them would be eligible, may include any social services that are necessary to help parents meet their responsibilities for their children and to care for children separated from their parents.

Required services to families receiving AFDC

A State must include certain types of services within its range of services for families receiving AFDC, according to the Social Security Amendments of 1967.

For every family receiving AFDC who needs services, a plan must first be drawn up so that services and actions on behalf of the family will be coordinated and consistent and will be based on the total needs and characteristics of the family members. The family will take part in the planning and can reject any service without endangering their eligibility for financial assistance, with one exception. Under certain conditions aid may be discontinued for an adult who without good cause refuses to accept work or training. In that event aid to the children will continue through payments to another person concerned with their welfare or to persons furnishing food, living quarters or other goods and services to the children.

The following types of services must be part of the family plans wherever they are needed:

Services leading to employment and self-sufficiency. The welfare agency must provide these services for all

appropriate members of the families.

For training and job placement, the agency will refer persons to the work incentive (WIN) program administered by the U.S. Department of Labor. The WIN program was established by the Social Security Amendments of 1967 to provide training and employment opportunities for persons receiving AFDC. The program will place in regular jobs as many of the persons referred as possible. The program will also give training for regular employment and may provide other services to improve employability. For persons for whom a job in the regular economy cannot be found, special work projects will be set up under agreements with public or nonprofit agencies.

In those areas where WIN is not yet in operation, the welfare agency is encouraged to provide as many training and educational services as possible and to use the State Employment Service for placing recipients in jobs.

The agency must help persons overcome family and personal problems that keep them from making progress toward steady self-support. Some common problems are illiteracy, lack of suitable child care, partially disabling physical or mental conditions, low motivation and self-confidence owing to limited experience out of the home, and character or personality disorders.

In its activities to help families move toward greater self-support, the agency will need to utilize services from many sources, such as health, rehabilitation, education, and vocational agencies, sheltered workshops, and community action centers.

Child care services. The State welfare agency is responsible for providing care for the children of mothers who enroll in the WIN program. The States are encouraged to make child care available to other parents as well. Care both out of the home, as in day care centers, and in the

home, as is provided by homemakers, must be available to WIN participants. The mothers will of course help decide what type of care their children will receive and who will provide it. The child's age and other characteristics will also be considered.

The child care services must meet State licensing standards, and day care (out-of-home) services will also have to meet Federal requirements. Under the requirements day care must include educational, health, and social services. The parents must have opportunities to work with the staff of the day care center or home and to participate in making decisions about how the place will be operated.

Services to prevent births out of wedlock. For some years the Congress has voiced concern over the number of children born out of wedlock and the proportion of those children who at some time need public support.

The States are now required to provide services that help prevent births out of wedlock and that deal with the problems resulting from out-of-wedlock pregnancies and births. Examples of such services are: residential centers with health, education, and social services for young unmarried pregnant girls and mothers, arrangements for medical services, sex education programs, counseling, training in child care, maternity home service, and establishment of paternity, securing financial support and otherwise protecting the rights of children born out of wedlock. Special attention should be given to helping young mothers complete high school, train for employment, and obtain employment.

In providing services to prevent births out of wedlock, States will give priority to mothers who have given birth to children out of wedlock within the past 2 years or who are now pregnant out of wedlock, and teenagers

who have a high risk of pregnancy out of wedlock because of their environment.

Family planning services. The opportunity to plan the size of the family and spacing of the children should be equally available to all families. Low-income families have not had the access to family planning services that most other families have had. Persons receiving AFDC must now be offered information about family planning. If they wish, family planning services, including medical,

social, and educational services, will be made available to them, regardless of their marital status, age, and whether or not they already have children.

Services to meet special needs. Services must be provided in order to:

Help children obtain education to the full extent of their capacities (tutoring, afterschool program, counseling, testing etc.).

Help parents overcome problems in housing, housekeeping, and money management.

Assist in reuniting families.

Give guidance in child rearing and family living.

Protective services. Services must be provided on behalf of children who are, or are likely to be, neglected, abused or exploited. The agency must try to help the parents in these cases improve the care they give their children. If care does not improve or if the children are in immediate danger, the cases must be referred to the courts or law enforcement officials.

Foster care of children. Foster care must be provided for children receiving AFDC whose continued stay in their own homes has been found by a court to be contrary to their welfare. (This requirement is effective beginning July 1969.) Children in foster care receive full-time care in family homes or child-care institutions until they can return to their own homes, be adopted, or some other permanent arrangement can be made.

Many States already provide for foster care under the AFDC program. AFDC for foster children is in the form of payments to the foster family or institution.

Agency services involved in providing foster care include recruitment, study, and approval of foster family homes, services to children in foster care and their parents, and work with foster parents.

Services related to health. Low-income families tend to have many health problems as a result of their living conditions and lack of medical care. Help in obtaining medical care, for both preventive and treatment purposes, is now a required service for families receiving AFDC.

Services for other low-income families

States may include in their programs services for families who in the past have received or have applied for AFDC, families who are currently applying for AFDC, and families who are likely to become applicants.

Groups may be selected from these low-income families for particular services. For example, child care and related services may be provided to mothers in training or employment, or consumer education offered to families with debt management problems.

A State may elect to make available a range of services to all residents in areas of extreme poverty in the State. These areas may be census tracts, precincts or rural development areas that meet criteria of poverty set by the State agency. They may be areas approved for comprehensive health centers, neighborhood service centers,

model city neighborhoods, children and youth projects, or other federally assisted antipoverty projects.

Emergency assistance. For families who are faced with emergency needs, the State may provide financial assistance, medical assistance, and social services for a limited time without regard to the families' eligibility for AFDC. Social services to meet emergency needs include finding temporary shelter, arranging to reunite families, and counseling. Such services should be made available on a 24-hour basis.

Child welfare services for all families who need them

The major child welfare services are:

Counseling for children and their parents. Casework service in regard to behavior problems, emotional and social adjustment, parent-child relationships, physical or mental handicaps, and other problems.

Protective services. Parents who neglect or abuse their children are helped with the difficulties which cause their behavior; if necessary, children are removed from their homes and placed in foster homes or institutions.

Homemaker services. When a mother is ill, out of the home for some reason, or needs help in acquiring child care and housekeeping skills, a homemaker is placed in the home. She is trained in looking after the needs of chil-

dren, managing a household, and in demonstrating the skills involved.

Day care. Out-of-home child care is provided during the day when both parents are absent, usually because of work. Educational, social, and health services are part of day care, and parents have opportunities to participate in the program.

Foster care. For children who cannot remain in their own homes or live with relatives, full-time care is provided in foster family homes, institutions, or other facilities on a temporary or long-term basis.

Services to unmarried mothers and their babies. Unmarried mothers may need counseling and help with making living arrangements, obtaining financial assistance, medical care and legal services, and planning for their babies.

Adoption. New parents are carefully chosen for children without homes of their own. The child usually lives with his new parents for a period before the adoption becomes final. During this time a child welfare worker makes visits to the new home and helps with any problems of adjustment.

Licensing and regulation. Children are protected through standards established and maintained for social agencies, institutions, foster homes, and day care facilities.

There are many local areas where services of trained child welfare personnel are not yet available or are very limited in scope. Extension and strengthening of child welfare services by the States is a requirement set by the 1962 amendments to the Social Security Act. The amendments set as a specific goal the availability of child welfare services on a statewide basis in every State and for all children in need of services by July 1975.

FEDERAL FUNDS

FOR COSTS of providing services to present, former, and potential recipients of AFDC, States may be reimbursed at the rate of 85 percent until July 1969, and 75 percent thereafter. Costs of staff training and development are reimbursed at the rate of 75 percent.

For child welfare services to families and children not covered under the AFDC program, each State receives a portion of the Federal funds appropriated annually for these services. The portion is determined by a formula which takes into account such factors as the State's child population and per capita income. The 1967 amendments authorized the Congress to appropriate for child welfare grants to States $55 million for fiscal year 1968, $100 million for fiscal 1969, and $110 million for each year there-

after. The Congress appropriated $46 million for fiscal 1968 and for fiscal 1969. State and local expenditures for child welfare services totaled over $400 million in 1967.

All Federal funds for the program of services to families and children are administered by the Children's Bureau of the Social and Rehabilitation Service, an agency of the Department of Health, Education, and Welfare. The Bureau's staff in Washington, D.C., and in nine regional offices reviews and advises on State plans and programs.

A SUMMARY LIST

services and administrative features

Services to families receiving AFDC

The State public welfare agency may provide with Federal aid all social services necessary to enable self-support, stronger family life and development of children. But the program must include:

- Preparation of a specific plan of service for every family needing service.
- Help with personal and family problems that are barriers to training or employment.
- Referral of appropriate persons to the WIN program for training and employment.
- Child care services for parents accepted in the WIN program, including both day care and in-home services.
- Services to help prevent births out of wedlock.
- Family planning services.

- Help in meeting special educational needs of the children.
- Help with problems of housing, housekeeping, and money management.
- Help in reuniting families.
- Guidance in child rearing and family living.
- Protective services for neglected and abused children.
- Help in obtaining medical care.
- Foster care.

Services to other low-income families

- Any or all of the above services may be provided to families applying for AFDC, families who are former recipients, families likely to become recipients, or to entire neighborhoods with a high concentration of poor families.
- Emergency services may be provided to any child and his family faced with crisis needs, regardless of AFDC status.

Child welfare services for all families who need them

The major child welfare services are:

- Counseling for children and their parents.
- Protective services.
- Homemaker services.
- Day care.
- Foster care.
- Services to unmarried mothers and their babies.
- Adoption.
- Licensing and regulation of social agencies, institutions, foster homes, and day care facilities.

Some administrative features of the program

- Advisory committees that participate in setting policies and reviewing operations. Membership

to include private citizens, representatives of other agencies and organizations, and clients of the agency.

- Maximum utilization by the agency of all resources for services available in the community.
- Agency leadership in community planning for development of resources for services.
- Improved methods of delivering services to families.
- Adequate professional staff.
- Use of nonprofessional employees.
- Use of volunteers.
- System to permit applicants and clients to appeal decisions and present grievances.
- Provision of adequate information to clients and applicants about services and about their rights in using them.

Through this program your State welfare agency can make real progress toward assuring that no family in poverty remains there because of community neglect and that no child anywhere in the community goes uncared for. But, as the list above indicates, developing the program will be a tremendous task. Your public welfare agency needs the continuing interest, support, and participation of citizens in order to make maximum progress.

For further information about the program and how you might take part in it, write to your State or local public welfare agency.

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